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COLLECTION

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:
REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND
BUDGET FOR 1996

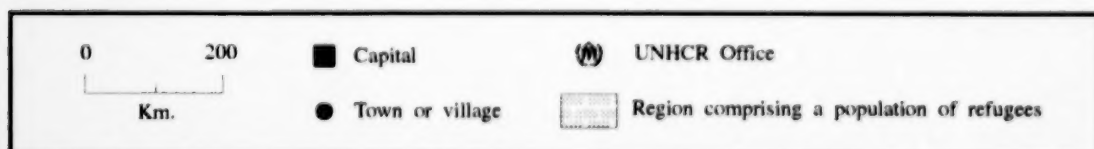
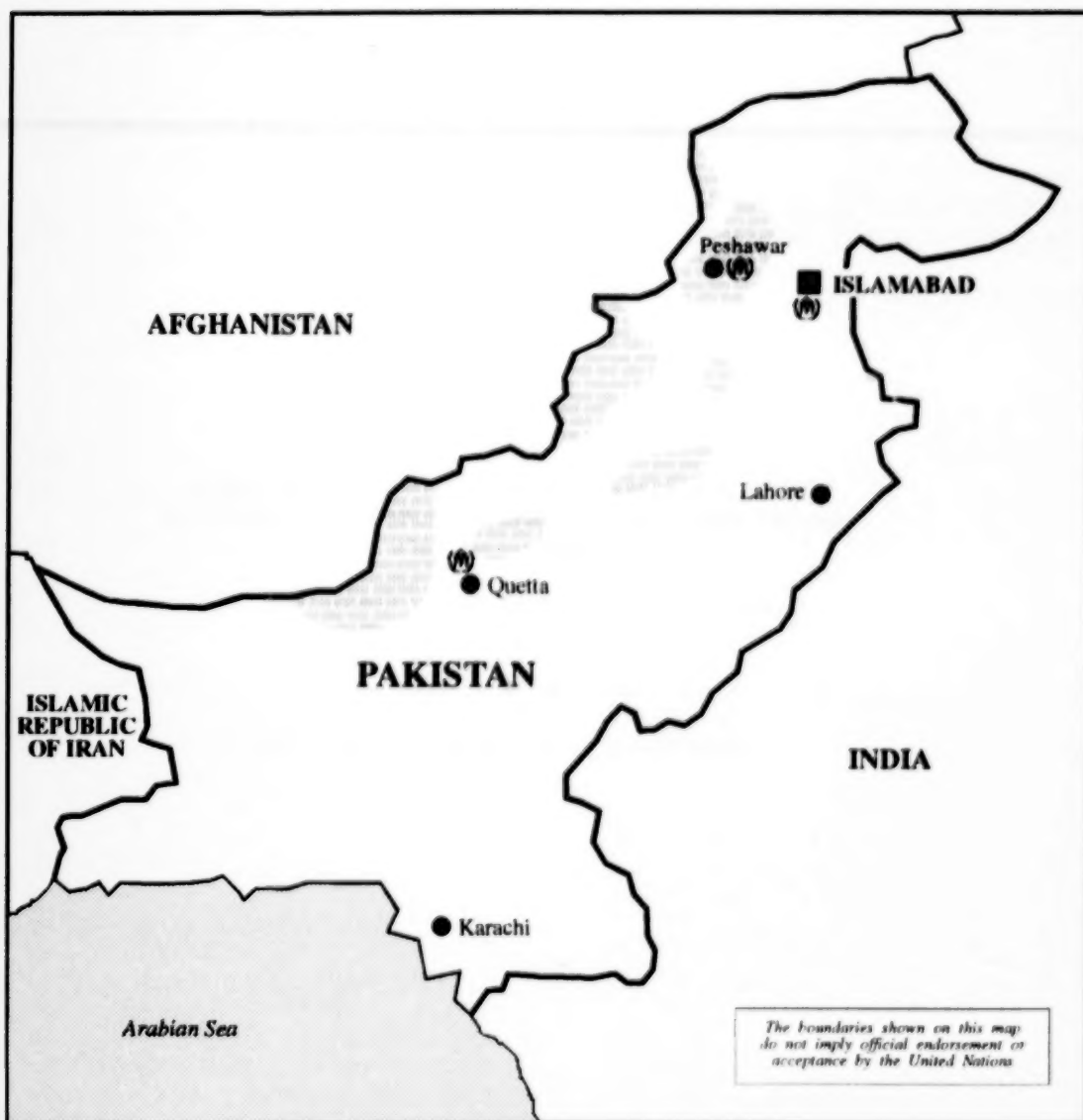
PART V - SOUTH WEST ASIA, NORTH AFRICA
AND THE MIDDLE EAST

Section 9 - Pakistan

(submitted by the High Commissioner)

GE.95-02476

PAKISTAN



V.9 PAKISTAN

1. Beneficiary population

1. Although there were new arrivals from the Kabul region during 1993 and 1994, the number of registered Afghan refugees dropped from 1,477,000 at the end of 1993 to 1,053,000 by the end of December 1994 because of the ongoing repatriation. This is a 68 per cent reduction since 1990 when 3,315,500 refugees were recorded. The majority are rural Pushtoos while the recent arrivals are urban refugees. The Afghan refugees reside throughout Pakistan but mostly in North West Frontier Province (NWFP), Balochistan and Punjab. In addition, there are 2,435 other refugees, mainly Iraqis, Somalis and Iranians, who reside in large urban centres.

2. Developments in 1994 and 1995

(a) General Programmes

(i) Afghan refugees

2. During 1994, as a result of the escalation of the conflict in Kabul, some 81,000 new refugees were observed entering Pakistan. Of this group, only the verified new arrivals were registered in the Nasirbagh refugee camp in Peshawar. The repatriation movement back to Afghanistan stalled, mainly because of insecurity, and only 32,000 refugees opted for encashment.

3. Efforts continued in 1994 and 1995 to rationalize and reorient the assistance programmes according to assessed and verified needs, and to target them more towards vulnerable groups. Wherever possible, services such as water systems, schools and health units were handed over to non-governmental organizations (NGOs), local administrations or to refugee committees. The delivery mechanism for the assistance programme is being streamlined and restructured, and has resulted in the discontinuation of a large number of redundant project staff posts. The staff have been separated and were compensated with retrenchment benefits.

4. A joint WFP/UNHCR mission in 1995 reaffirmed its 1994 recommendation of moving away from camp-based general food distribution to targeted food assistance to vulnerable groups. The current distribution system is scheduled for discontinuation by the end of September 1995.

5. In 1995, some 9,000 women will have benefited from targeted projects in tailoring, tree nursery maintenance, poultry and goat raising, and community health work. Primary education, which will have a lasting impact on the rebuilding of Afghanistan, will be supported by UNHCR during the hand-over process.

(ii) Non-Afghan refugees

6. In 1994, UNHCR offices in Islamabad and Quetta experienced serious difficulties with Iraqi Kurds who demonstrated and went on hunger-strike to press for resettlement. The Government of Pakistan tolerates the stay of non-Afghan refugees provided that UNHCR continues to assist them until a durable solution is

found. With regard to resettlement, UNHCR has maintained that only family reunification, medical evacuation and serious security cases can be considered. During the first quarter of 1995, 170 persons, mainly of Bosnian, Iranian, Iraqi and Somali origin, were accepted for resettlement.

7. The plan to promote skills training and to support small businesses while moving away from monthly cash assistance has been resisted by the refugees. Since such skills and experience are proven assets upon repatriation and resettlement, the plan will be promoted again in 1995.

(b) Special Programmes

(i) Afghan repatriation

8. This subject is covered under Part V/13 of this document, Regional Special Programmes.

(ii) UNHCR/World Bank income-generation project

9. The third and final phase of the World Bank/UNHCR Income Generation Project for refugee-affected areas is due to be closed at the end of 1995. A total of \$ 26 million have been contributed to cover more than 70 activities using both refugee and local labour in forestry, flood protection, road repair and irrigation.

(iii) Education Account

10. In the 1994/1995 school year, 37 Afghan and 14 non-Afghan refugees were enrolled in Pakistani universities under a scholarship programme funded under the UNHCR Education Account.

3. 1996 country programmes

(a) Objectives

11. In 1996, UNHCR will attempt to complete the process, started four years earlier, of rationalizing the Afghan refugee assistance programme. Repatriation being the only viable durable solution for this group, UNHCR will not support activities that may unnecessarily delay this objective. Assistance to refugee communities, women and vulnerable groups to achieve self-reliance will be linked to repatriation and to reconstruction inside Afghanistan. UNHCR will try to work more closely with the provincial administration for the takeover of some of its activities. As for non-Afghan refugees, UNHCR will encourage them to participate in skills training and small business schemes, and discourage them from relying on monthly allowances.

(b) Proposed budgets for 1996

(i) General Programmes

12. Afghan refugees: The reduction in the care and maintenance budget reflects the continued rationalization and reorientation of the Afghan refugee programme for the remaining caseload. While most of the sectors would have been completed in the hand-over process, certain activities within the health and education sectors will continue to be funded by UNHCR. For those activities that have been handed over, a "safety net" and a monitoring mechanism will be established to ensure that services continue after the hand-over. In this regard, the nutritional status of refugees will be surveyed in 1996 after the phase-out of WFP food assistance at the end of September 1995. Vulnerable groups will be assisted through income-generation activities and through exemptions from charges for camp services such as school fees, water supply and health services. Local settlement is not being considered for this caseload; however, funds were initially allocated under a local settlement project to distinguish certain activities from current care and maintenance programmes. The reappropriation of funds from local settlement to care and maintenance would still be subject to the progress of repatriation as well as programme rationalization and subsequent discussions between the Government and UNHCR.

13. Non-Afghan refugees: In 1996, 2,500 non-Afghan refugees will be assisted. The SAVERA Counselling Service, under the supervision of UNHCR, will provide skills and language training, recreational facilities and general counselling services to this group. UNHCR will cover school fees and material support for some 800 children attending primary and secondary schools. Regarding resettlement, UNHCR will maintain its non-automatic and non-discriminatory policy by processing only family reunification, medical and security cases. Figures will be estimated based upon the number accepted for resettlement in 1995.

14. Sectoral requirements for the care and maintenance assistance to Afghans and non-Afghans are summarized below:

	<u>Initial 1995</u>	<u>Revised 1995</u>	<u>Initial 1996</u>
Transport	270,794	141,347	116,776
Domestic needs	1,056,222	1,208,011	1,252,442
Water	998,655	1,239,569	197,368
Sanitation	426,725	125,568	98,684
Health	2,378,971	1,959,667	707,356
Shelter	16,722	4,934	49,342
Community services	825,990	944,765	560,828
Education	2,733,358	2,598,846	1,236,763
Crop production	20,067	5,921	59,211
Livestock	20,067	5,921	59,211
Income generation	644,914	585,885	328,947
Legal assistance	45,223	22,631	67,039
Agency op. support	<u>742,292</u>	<u>1,284,335</u>	<u>660,332</u>
Total	10,180,700	10,127,400	5,394,300

(c) Implementing partners

15. Afghan refugees: The main implementing partner of UNHCR is the State and Frontier Regions Division of the Government (SAFRON), which implements through the Chief Commissioner for Afghan Refugees (CCAR) and through the provincial Commissioners for Afghan Refugees (CARs) in NWFP, Balochistan and Punjab. UNHCR will request that line Ministries and their Provincial Departments gradually take over activities as part of their responsibilities. There will still be a number of NGOs that will continue implementing UNHCR projects to complement activities undertaken by the Government and that will participate in the rationalization process of the current care and maintenance programme. WFP, which has been implementing the food assistance component of the programme, will discontinue its food distribution in camps to Afghan refugees as from the end of September 1995.

16. Non-Afghan refugees: The SAVERA Counselling Service will continue to provide professional assistance to the majority of non-Afghan refugees living in Rawalpindi and Islamabad.

(d) Programme Delivery and Administrative Support Costs

17. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(1) 1994 expenditure (all sources of funds)

18. The 1994 expenditure was lower than revised estimates. Commensurate with the rationalization of the ongoing programme for the care and maintenance of Afghan refugees, UNHCR staff levels underwent constant review through a process of identifying redundant functions and consolidation of others. Reductions were also

realized under travel and general operating expenses because of the lower than expected repatriation of Afghans.

(ii) Revised 1995 requirements (all sources of funds)

19. The revised 1995 requirements are higher than initial estimates, mainly under travel, which is needed to monitor the closure of activities in refugee villages, linked to the planned rationalization of programme activities. In addition, an increase has been necessary to cover costs for joint United Nations security arrangements for the residences of staff members.

(iii) Initial 1996 requirements (all sources of funds)

20. The 1996 requirements are lower than revised 1995 requirements. It is expected that the staffing levels of the UNHCR Sub-Offices in Peshawar and Quetta will be reduced in 1996, once the level of activities has been determined and agreed. At present, a number of posts are limited until December 1995, and the need for their continuation into 1996 will have to be reviewed. Joint United Nations security arrangements for staff residences are expected to continue in 1996.

UNHCR EXPENDITURE IN PAKISTAN

(in thousands of United States dollars)

1994	1995	1996		
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION

GENERAL PROGRAMMES (1)				
12,599.1	8,519.5	8,085.4	CARE AND MAINTENANCE	
1,834.9	1,660.5	2,042.0	Old Afghan caseload	3,344.7
1,877.4	—	—	Non Afghan caseload	2,049.6
			New Afghan arrivals	—
3.4 a/	—	—	VOLUNTARY REPATRIATION	—
2.2 a/	—	—	LOCAL SETTLEMENT	4,438.9 b/
17.4 a/	—	—	RESETTLEMENT	—
2,899.3	2,801.7	3,013.7	PROGRAMME DELIVERY See Overview Tables (Part II)	2,970.1
19,233.7	12,981.7	13,141.1	SUB-TOTAL OPERATIONS	12,803.3
417.5	521.8	494.3	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	389.9
19,651.2	13,503.5	13,635.4	TOTAL (1)	13,193.2

SPECIAL PROGRAMMES (2)				
22.5	103.0	—	EDUCATION ACCOUNT	—
1,415.6	5,076.5	5,030.9	AFGHAN REPATRIATION PROGRAMME	5,030.9
576.5	565.0	674.8	PROGRAMME DELIVERY See Overview Tables (Part II)	297.3
279.1	236.2	281.4	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	229.2
62.0	33.2	49.5	OTHER TRUST FUNDS Various assistance	—
86.0	20.0	—	PROGRAMME DELIVERY See Overview Tables (Part II)	—
137.4	95.0	123.0	ADMINISTRATIVE SUPPORT Junior Professional Officer See Overview Tables (Part II)	123.0
2,579.1	6,128.9	6,159.6	TOTAL (2)	5,680.4

22,230.3	19,632.4	19,795.0	GRAND TOTAL (1+2)	18,873.6
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a/ obligation incurred against Other Programmes

b/ please refer to paragraph 11 in the country text.